

**PILOT LOCAL
GOVERNMENT
PARTNERSHIP PROGRAM**

**ACTION PLAN
SANDOMIERZ, POLAND**

[DRAFT]

Prepared for



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INTRODUCTION

This action plan reflects the analysis and recommendations made in December 1996¹, input from the Mayor, city staff and City Council members, and further discussion with citizens, NGO's and business organizations. It is a plan of action for the period March through September 1997. The plan has been discussed in detail with the Mayor and the President of the City Council. It has been presented in general terms during a meeting with Council members, Department Heads and other interested persons. Presentation to the City Council will be made in April and approval by the Council will be sought at a meeting planned for April 10, 1997. Approval for the Action Plan is also needed from USAID, and that process will occur as part of a review of action plans for the eight pilot cities in early April. While changes and additions are expected as a result of approval processes, and implementation details have to be worked out, the Action Plan represents a mutual understanding between the consultants and key city representatives about what should take place during the next seven months of the Pilot LGPP in Sandomierz.

BACKGROUND

For a number of reasons the Mayor and City Council still had significant outstanding questions about the Memorandum of Understanding signed with USAID and about the LGPP program. This resulted in a need during the current consultancy to address concerns of City Council members about what the project would do and what participation meant to Sandomierz. The Mayor scheduled an informal meeting of Council members, city staff and other interested parties where the program could be presented and discussed thoroughly. At this meeting a representative of USAID, the key project technical consultants (land use, public participation, economic development, and financial analysis), and the project coordinator made the presentation. A lively discussion ensued and the results seemed satisfactory to all.

During the week we broadened communication with additional organizations: a citizen's group, the new higher education school, and several additional business organizations. Most meetings during the week included one or more Council members. Progress was also made in publicizing the program to the public and in broadening public participation. Publicity concerning the project occurred through an article in a local weekly newspaper and via a press conference with TVP which was aired regionally on Sunday March 16 and broadcast nationally during the following week.

¹ **Assessment of Needs and Options for Technical Assistance in Economic Development and Citizen Participation in Sandomierz, Poland**, Jim McCaffery and Paul Hoover, Urban Institute, December 1996.

Project coordination is an issue that assignment of a city coordinator, Mr. Krzysztof Chmura, and development of the Action Plan should help resolve. There are an increasing number of participants in the Sandomierz project, and will be more as technical experts in specific topics such as tourism undertake their work. The Action Plan is aggressive in terms of timing. Planning and scheduling of activities requires a sufficient time horizon that needed preparations at the city can take place. On the other hand, it has to be recognized on the part of the city that the timing of expert visits depends on the availability of appropriate consultants and that flexibility is needed. Clearly, the role of the city coordinator is paramount in maintaining good communication among the project team and with the city.

ISSUES IN IMPLEMENTING THE ACTION PLAN

The meaning of “partnership” was discussed in terms of the relationship and responsibilities of each party according to the MOP, and in terms of Sandomierz making available to other Polish cities the lessons and tools learned through participating in the Pilot LGPP. The later raises no issue and Sandomierz looks forward to sharing their experience. However, as a small city under considerable budgetary constraint, the Mayor does not feel the City Council can approve a significant monetary obligation in terms of project support. This issue has arisen around funding of a support position for the Economic Development Commission.

Both the city and the consultants believe that achieving the objectives of the Action Plan requires a local individual who is the primary staff resource initially for the Steering Committee and then for the Economic Development Commission as that body is established. (A job description is included below.) The Mayor and President of the City Council do not believe it possible to fund a new position from the city budget. They also do not see it feasible to reassign responsibilities such that existing staff can undertake needed support functions. It was not possible to resolve this problem in discussions during the visit. The Mayor and City Council President have agreed to investigate local solutions such as employing a handicapped individual for which funds from the voivodship may be available and raising some funds from the local business community. We agreed to inquire as to what if any project resources can be allocated to supporting this needed position. [Follow-up on this question indicates that project resources **cannot** be used to support this type of position.]

The Commission also requires space and telecommunications capacity. The Sandomierz city administration has almost no information system resources, but effective operation of the ED Commission and preparation of local economic and work force data, land and facilities resource lists, directories of businesses and other data requires at least one computer and printer devoted to economic development and promotion tasks. The administration has offered appropriate space, a telephone line and furnishings. A copier would also be a valuable tool since the proposed office space is at some distance from the city hall. We recommend that the project provide a small budget for this support equipment.

The Higher School has initiated an information system program which includes instruction on standard tools such as Microsoft Office as well as more advanced topics. They are also starting a business program. In a meeting with the Rector, he indicated that opportunities for students to gain practical experience as interns by working with the project would be welcomed. This appears to be a source of staffing for studies, data collection and analysis, surveys and other local research needed for development of the ED strategic plan. Students may be available part-time during the school year and full-time during the summer months. We recommend that funds for internships allocated through the project be considered.

ACTION PLAN

Organization of the Plan

During our consultancy, we had the opportunity to work with city authorities to refine the first two key activities included in the Action Plan. These activities involve the Steering Committee and the Economic Development Commission which are discussed next. Following this description we include a brief summary of the action plan. This summary includes actions that are more fully described in the December report cited on the first page. A proposed activity schedule and chart of responsibilities follow the summary of actions. Finally, indicators that can be used to track results of project implementation are identified and discussed. The Annex includes a scope of work for proposed technical assistance in tourism development. Following additional investigation into assistance being offered in Ukraine and other locations on commodity exchanges and wholesale markets, a scope of work for preparation of a business plan for the Sandomierz commodity exchange will be added to the report.

The Steering Committee: Initiating Action

We recommend that a small steering committee be formed to initiate project activities in Sandomierz. As well as helping to get things started, the committee can charter the centrally important Economic Development Commission (EDC) and can undertake the delicate and sensitive task of selecting its members. We envision the life of the Steering Committee to be three (3) months, as the need for it would diminish once the EDC is fully operational. Members of the Steering Committee may or may not be members of the EDC.

The recommended scope of work for the Steering Committee is as follows:

1. Communicate assertively through a variety of means to publicize the EDC, and to seek input about its charter and suggestions for membership. Communicate about how the input was used in completing the next two tasks.
2. Define a scope of work for the Economic Development Commission.
3. Develop selection criteria for membership, and select the Commission members.

4. Oversee the implementation of the initial technical assistance in the tourism area.
5. Oversee the Commodities Market business plan technical assistance.

The last two tasks fall to the Steering Committee because the Economic Development Commission will not be fully operational at the point when these particular technical assistance inputs occur. And we thought it important to get some project actions underway almost immediately, actions that would have immediate benefits in Sandomierz, and technical assistance in these two areas is an unquestionable priority. It is also important to note that, while the Technical Assistance may begin under the oversight of the Steering Committee, the timing is such that the actual results will end up being used by the EDC as it becomes operational.

The project should provide Technical Assistance to the Steering Committee, especially for the initial start-up process and meeting. This assistance could include different examples of Economic Development Commissions, as well as different techniques the Steering Committee could use for communication and outreach, suggestions for running participatory meetings, and it could help them formulate their own, Sandomierz specific vision of the EDC. The effectiveness of the Steering Committee will depend on defining tasks carefully, agreeing on a schedule, and assigning responsibilities.

Steering Committee Membership

We recommend that the Steering Committee (to be chosen by the Mayor and the City Council President) have the following five members:

- The **Mayor**
- One **large-business person**, preferably the CEO of a larger company, or at least someone who is a director of that company.
- One **small-business person**, preferably a small business owner.

(Note: One of the two business people should also be a city council member to ensure the Council is represented on the Committee without increasing the number).

- One **informal citizen leader** -- this should be a citizen who is not a city council member or part of the city authorities who may be active in other areas, perhaps at the neighborhood level (e.g., in December, we interviewed an individual who was a neighborhood leader, and that area had been successful in getting water or sewer connections for the neighborhood).
- One **agricultural producer** in the Sandomierz area, preferably one who is progressive, has some interest in the Commodities Exchange **and** has interest in the economic development of Sandomierz in general.

It would be ideal if the Steering Committee members had the following characteristics:

- Beyond the Mayor and the city council person, the other three members should be new participants in providing more formal city leadership. This will require reaching out, being inclusive and it would broaden the Sandomierz civic leadership.
- All committee members should have an “entrepreneurial spirit”, a willingness to consider new approaches and ideas, and should have a reasonably optimistic attitude about the possibilities of increased economic growth and citizen participation in Sandomierz.
- The membership should be as diverse as possible, and it should not only consist of individuals who are close to the Mayor and City Council President.

The Economic Development Commission

The Economic Development Commission would be initially appointed for one year, and would have the following key elements for its scope of work:

1. Carry out an assertive communication and outreach program with a variety of “publics”. Such a program might include small publications, hearings, large public meetings, open sessions and so on. The purpose of this communication and outreach program is two-fold: First, to communicate about the EDC activities and, second, to seek input into its deliberations so the economic development plan is built in a truly participatory manner.
2. To oversee the participatory development of an economic development strategy and plan.
3. To appoint and oversee specific task forces as necessary.

The project can provide technical assistance to the EDC. First, and most important, assistance can be provided to organize and facilitate a start-up and strategic planning workshop which would help gain agreement about the vision and the actual goals of the EDC, the roles members are to play, the operating rules which are to be used, and the mechanisms the commission is to use to ensure that its meetings are participatory. As part of this start-up process and meeting, examples of how other economic development commissions operate can be brought into the proceedings to stimulate discussion. [The recently completed “Strategic Planning Workshop” held in Kutno is an excellent example of the type of approach and work that needs to occur at the start-up of the EDC.]

We are including our recommendations for the kind of people that should be included in the EDC, but we do recognize that this may be appropriately altered by the Steering Committee as it gets input, deliberates and decides who should be on the committee. Presently, it seems the representatives from the following should be included:

- Business people
- Education
- Citizen's groups
- City authorities
- Environmental groups
- The Church
- Agriculture producers

The second criteria defined above for the Steering Committee also applies for the EDC.

Activity Summary

Establishment of the Steering Committee and EDC are described above. Further activities are listed below and are described in detail in the December report.

1. Develop a strategic economic plan or vision organized around a theme such as "Sandomierz 2001" which has input from and is widely accepted by all parts of the community as a blueprint for development

A. Appoint an Economic Development Commission which represents key stakeholders in the community.

B. Expand participation in the economic development planning process.

2. Develop a well focused effort to increase adult tourism -- help create a "task force" on touristic development and write an action plan identifying steps required for near and mid-term results.

A. Establish the Task Force on Tourism.

B. Provide technical assistance in two important initial undertakings of the Task Force:

- A "hard look" assessment of what Sandomierz (and the surrounding area) has to offer adult "paying" tourists and how to market to this audience given the status of current infrastructure.
- Development of a medium-term strategy for improvement of touristic infrastructure in order to increase tourist visits, extend the tourist season, and increase tourist revenue both to the local economy and to the city budget.

3. Establish an assertive communications program -- help change the way the local municipal government communicates with its citizens

A. Get more city employees communicating clear messages and providing information about city government in Sandomierz.

B. Expand the Mayor's communication channels with the media.

- C. Use focus groups (and perhaps customer surveys) to get better data about citizen perceptions.*
- 4. Apply the GFAM model to Sandomierz with an emphasis on assessing the city capacity to support economic development investments.**
- 5. Complete the work in land management needed to assess public land and facilities from the perspective of economic development priorities.**

ACTIVITY / EVENT	MAR	APR	MAY	JUN	JUL	AUG	SEP
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Reports and Action Plan to Mayor and City Council	28/3						
Council review and approval	>	<-----	15/4				
Appointment of Steering Comm.			30/4				
Steering Comm. first meeting (TA)			<----	2/5			
Steering Committee Tasks			>	->			
T1 Publicity & Communication							
T2 EDC Scope of Work				<-----	----->		
T3 Selection of EDC Commission			<	<----			
T4 Tourism Task Group (TA)				>			
T5 Wholesale Market (TA)					<--	----->	
EDC appointed and approved				>		----->	
First meeting (TA)				<-----			
EDC Tasks				<-----	>		
T1 Communications & public meetings				>			
T2 ED Strategic Plan preparation				<	<-----on	going /////	//////////-- -public meetings->
T3 Task Group Supervision							
A. Tourism development				<	<---	studies, data,	surveys ---- -----plan ready->
B. Wholesale market					-		-
C. Light industry (TA)							>
GFAM assessment					-----	//////////	//////////-- ----->
Land management					-----	//////////	//////////-- ----->
Staff training in communications							<- ----->
							-
				<++++++	<-----	----->	
				<++++++			<----->
				<----->			

Notes: 1) Major activities in July and August are limited due to local vacation schedules as indicated by “/”.
2) The symbol “+” indicates technical assistance initiated under the Steering Committee.

RESPONSIBILITY CHART

ITEM	LEAD ROLE	PROJECT INPUT	TIMING & NEXT STEPS
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Reports to City Admin & Council.	Project Coordinator.	Consultants draft action plan.	Reports due March 28
Council approval.	Mayor & Council Pres.		Review and acceptance by CC completed by April 15.
Appointment of Steering Committee.	Mayor & President		Steering Committee appointed by April 30.
Steering Committee Start-up.		Start-up workshop	First week of May on-going
T1 Publicity and public communication.	Steering Committee		May 15
T2 Scope of work for Economic Development Commission.	"		
T3 Selection of EDC members.	"		May 30
T4 Tourism initial technical assistance.	Project & SC	Contracts with specialists for T4 and T5; final SOW's by 15/4.	Work completed by June 15
T5 Wholesale market initial technical assistance.	Project & SC		Work completed by June 15
EDC approval			By June 6
EDC first meeting		EDC start-up workshop	Early June on-going, public meetings late Aug & Sept.
T1 Publicity and communication	Mayor & Cncl EDC	Support for interns &TA	Draft ready Sept 1.
T2 Economic Development Strategic Plan			On-going supervision and review of task results
T3 Task Group Supervision	EDC		
A. Tourism			
B. Strategic Planning	EDC	SOW for T3C & consultancy	SOW by 30/6, work completed by Aug 15
C. Light industry/SME	EDC & Project		
Financial Analysis (GFAM)	Project & Mayor	Support for consultancy	GFAM completed (1st pass) by June 15
Land Management		Support for consultancy	Work completed by July 30
Communications Training	EDC & Proj	Classes/wkshops organized	Training classes during September
	Project		